

104TH CONGRESS }
1st Session

SENATE

{ REPORT
104-100

REVIEW OF LEGISLATIVE ACTIVITY
DURING THE 103D CONGRESS

R E P O R T

OF THE

COMMITTEE ON RULES AND
ADMINISTRATION
UNITED STATES SENATE

DURING THE

103D CONGRESS

(1993-94)

PURSUANT TO PARAGRAPH 8(b) OF RULE XXVI OF THE STANDING
RULES OF THE SENATE



JUNE 28 (legislative day, JUNE 19), 1995.—Ordered to be printed

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FOREWORD

This report reviewing the legislative activity during the 103rd Congress of the Committee on Rules and Administration is submitted pursuant to paragraph 8(b) of Rule XXVI of the Standing Rules of the Senate. Paragraph 8 provides that standing committees of the Senate shall review and study, on a continuing basis, the application, administration, and execution of those laws, or parts thereof, the subject matter of which is within their jurisdiction, and submit to the Senate, not later than March 31 of each odd-numbered year, a report detailing the activities of that committee for the preceding Congress. The text of paragraph 8 of rule XXVI is as follows:

8. (a) In order to assist the Senate in—

(1) its analysis, appraisal, and evaluation of the application, administration, and execution of the laws enacted by the Congress, and

(2) its formulation, consideration, and enactment of such modifications of or changes in those laws, and of such additional legislation, as may be necessary or appropriate,

each standing committee (except the Committees on Appropriations and the Budget), shall review and study, on a continuing basis the application, administration, and execution of those laws, or parts of laws, the subject matter of which is within the legislative jurisdiction of that committee. Such committees may carry out the required analysis, appraisal, and evaluation themselves, or by contract, or may require a Government agency to do so and furnish a report thereon to the Senate. Such committees may rely on such techniques as pilot testing, analysis of costs in comparison with benefits, or provision for evaluation after a defined period of time.

(b) In each odd-numbered year, each such committee shall submit, not later than March 31, to the Senate, a report on the activities of that committee under this paragraph during the Congress ending at noon on January 3 of such year.

TED STEVENS, *Chairman.*

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JUNE 28 (legislative day, JUNE 19), 1995.—Ordered to be printed

Mr. STEVENS, from the Committee on Rules and Administration,
submitted the following

REPORT

[Pursuant to paragraph 8(b) of rule XXVI of the Standing Rules of the Senate]

JURISDICTION OF THE COMMITTEE ON RULES AND ADMINISTRATION

The jurisdiction of the Committee on Rules and Administration is set forth in paragraph 1 of rule XXV of the Standing Rules of the Senate. The following are excerpts from that paragraph.

RULE XXV

STANDING COMMITTEES

1. The following standing committees shall be appointed at the commencement of each Congress, and shall continue and have the power to act until their successors are appointed, with leave to report by bill or otherwise on matters within their respective jurisdictions:

* * * * *

(n)(1) Committee on Rules and Administration, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

1. Administration of the Senate Office Buildings and the Senate wing of the Capitol, including the assignment of office space.

2. Congressional organization relative to rules and procedures, and Senate rules and regulations, including floor and gallery rules.

3. Corrupt practices.

4. Credentials and qualifications of Members of the Senate, contested elections, and acceptance of incompatible offices.

5. Federal elections generally, including the election of the President, Vice President, and Members of the Congress.

6. Government Printing Office, and the printing and correction of the Congressional Record, as well as those matters provided for under rule XI.

7. Meetings of the Congress and attendance of Members.

8. Payment of money out of the contingent fund of the Senate or creating a charge upon the same (except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee).

9. Presidential succession.

10. Purchase of books and manuscripts and erection of monuments to the memory of individuals.

11. Senate Library and statuary, art, and pictures in the Capitol and Senate Office Buildings.

12. Services to the Senate, including the Senate restaurant.

13. United States Capitol and congressional office buildings, the Library of Congress, the Smithsonian Institution (and the incorporation of similar institutions), and the Botanic Gardens.

(2) Such committee shall also—

(A) make a continuing study of the organization and operation of the Congress of the United States and shall recommend improvements in such organization and operation with a view toward strengthening the Congress, simplifying its operations, improving its relationships with other branches of the United States Government, and enabling it better to meet its responsibilities under the Constitution of the United States; and

(B) identify any court proceeding or action which, in the opinion of the Committee, is of vital interest to the Congress as a constitutionally established institution of the Federal Government and call such proceeding or action to the attention of the Senate.

* * * * *

COMMITTEE LEGISLATIVE ACTIVITIES

During the 103d Congress, the Committee on Rules and Administration considered a total of 110 legislative measures, of which 37 were reported to the Senate. That total included 58 simple Senate resolutions (14 reported, of which 11 were agreed to), 6 Senate and House concurrent resolutions (3 reported and 3 agreed to by both the House and Senate), and 46 Senate and House bills and joint resolutions (20 reported, and 10 enacted into public law).

LEGISLATION ENACTED

The following is a list of the bills and joint resolutions considered by the Committee during the 103d Congress which ultimately became public law:

H.R. 2, to establish national voter registration procedures for Federal elections, and for other purposes. (Public Law 103-31)

H.R. 2677, to authorize the Board of Regents of the Smithsonian Institution to plan, design, and construct the West Court of the National Museum of Natural History building. (Public Law 103-151)

S.J. Res. 27, providing for the appointment of Hanna Holborn Gray as a citizen regent of the Board of Regents of the Smithsonian Institution. (Public Law 103-19)

S.J. Res. 28, providing for the appointment of Barber B. Conable, Jr., as a citizen regent of the Board of Regents of the Smithsonian Institution. (Public Law 103-20)

S.J. Res. 29, providing for the appointment of Wesley Samuel Williams, Jr., as a citizen regent of the Board of Regents of the Smithsonian Institution. (Public Law 103-21)

S.J. Res. 143, providing for the appointment of Frank Anderson Shrontz as a citizen regent of the Board of Regents of the Smithsonian Institution. (Public Law 103-244)

S.J. Res. 144, providing for the appointment of Manuel Luis Ibanez as a citizen regent of the Board of Regents of the Smithsonian Institution. (Public Law 103-245)

S. 564, to establish in the Government Printing Office a means of enhancing electronic public access to a wide range of Federal electronic information. (Public Law 103-40)

S. 716, to require that all Federal lithographic printing be performed using ink made from vegetable oil, and for other purposes. (Public Law 103-348)

S. 779, to continue the authorization of appropriations for the East Court of the National Museum of Natural History, and for other purposes. (Public Law 103-98)

BILLS AND JOINT RESOLUTIONS REPORTED BY THE COMMITTEE BUT NOT ENACTED

H.R. 877, the "National African American Museum Act", to authorize the establishment of the National African American Museum within the Smithsonian Institution. S. Rept. 103-283)

S. 3, the "Congressional Spending Limit and Election Reform Act of 1993". (S. Rept. 103-41)

S. 27, to authorize the Alpha Phi Alpha Fraternity to establish a memorial to Martin Luther King, Jr., in the District of Columbia. (S. Rept. 103-46)

S. 345, the "Library of Congress Fund Act of 1993", to authorize the Library of Congress to provide certain information products and services, and for other purposes. (S. Rept. 103-50)

S. 460, the "National Voter Registration Act of 1993", to establish national voter registration procedures for Federal elections, and for other purposes. (S. Rept. 103-6) (The Senate passed companion measure H.R. 2 in lieu of this measure.)

S. 535, to authorize the Board of Regents of the Smithsonian Institution to plan and design an extension of the National Air and

Space Museum at Washington Dulles International Airport, and for other purposes. (S. Rept. 103–28)

S. 685, to authorize appropriations for the American Folklife Center for fiscal years 1994, 1995, 1996, and 1997. (S. Rept. 103–47)

S. 1010, to authorize appropriations for the Federal Election Commission for fiscal year 1994. (S. Rept. 103–49)

S. 1824, the “Legislative Reorganization Act of 1994, Congressional Coverage Act”, to improve the operations of the Legislative Branch of the Federal Government, and for other purposes. (S. Rept. 103–297)

S. 2200, to authorize appropriations for the Federal Election Commission for fiscal year 1995. (S. Rept. 103–285)

COMMITTEE MEETINGS AND HEARINGS

January 28, 1993—To adopt Rules of Procedure of the Committee and Select members for the Joint Committees on Printing and the Library; and to consider pending legislative and administrative business.

February 3 and 4, 1993—To receive testimony from committee chairmen and ranking minority members on their committee funding resolutions for 1993 and 1994.

February 18, 1993—To mark up the following: an original resolution authorizing expenditures by committees of the Senate (the Omnibus Biennial Funding Resolution for 1993 and 1994), an original bill to establish national voter registration procedures for Federal elections, and an original resolution authorizing the printing of a collection of the rules of the committees of the Senate.

March 3, 1993—To receive testimony on legislation pertaining to the financing of Congressional election campaigns.

March 18, 1993—To consider pending legislative and administrative business, including S. 3, the “Congressional Spending Limit and Election Reform Act of 1993”; S. 564, the “Government Printing Office Electronic Information Access Enhancement Act of 1993”; S. 535, to authorize the Board of Regents of the Smithsonian Institution to plan and design an extension of the National Air and Space Museum at Washington Dulles International Airport; and two resolutions concerning the appointment of citizen regents on the Smithsonian Board of Regents.

April 22, 1993—To receive testimony on the budget authorization request of the Federal Election Commission for Fiscal Year 1994.

April 29, 1993—To receive and consider a proposal by counsel regarding the petitions relating to the election in Oregon.

May 10, 1993—To receive oral argument from counsel for the Petitioners and counsel for the junior Senator from Oregon on certain legal issues raised by the petitions regarding the election in Oregon.

May 19, 1993—To receive testimony on the President’s proposal pertaining to campaign finance reform.

May 20, 1993—To consider pending legislative and administrative business, including S. 27, the Martin Luther King, Jr. memorial; S. 277, the National African American Museum within the Smithsonian Institution; S. 345, Library of Congress fee for service;

S. 685, American Folklife Center authorization; and the FEC authorization for fiscal year 1994.

June 24, 1993—To receive testimony on S. 716, the “Vegetable Ink Printing Act of 1993”, a bill to require that all Federal lithographic printing be performed using ink made from vegetable oil.

October 28, 1993—To receive testimony on the nomination of Michael F. DiMario to be Public Printer. (S. Hrg. 103–286)

October 28, 1993—To receive testimony on the appointments of Frank A. Shrontz and Manuel L. Ibanez to be citizen regents of the Smithsonian Institution.

November 4, 1993—To consider pending executive, legislative, and administrative business, including the nomination of Michael F. DiMario, of Maryland, to be Public Printer; H.R. 877, to authorize the establishment of the National African American Museum within the Smithsonian Institution; H.R. 2677, to authorize the Smithsonian Institution to plan, design, and construct the West Court of the National Museum of Natural History building; S.J. Res. 143 and 144, providing for the appointment of citizen regents of the Board of Regents of the Smithsonian Institution; S. 716, the “Vegetable Ink Printing Act of 1993”; and original resolution to authorize the printing of a revised edition of the Senate Election Law Guidebook; and other matters.

February 3 and 10, 1994—To receive testimony relative to provisions regarding the Government Printing Office contained in Title XVI of H.R. 3400, Title XIV of the National Performance Review, and the Organization of Congress Report of the Senate members of the Joint Committee on the Organization of Congress.

February 24, 1994—To receive testimony on S. 1824, the “Legislative Reorganization Act of 1994”. (S. Hrg. 103–488)

March 3, 1994—To receive testimony and view demonstrations on emerging and current state-of-the-art technology which may have an impact on the future operations of the Senate.

March 10 and 17, 1994—To receive testimony on Title I (Reform of the Senate) of S. 1824, the “Legislative Reorganization Act of 1994”. (S. Hrg. 103–488)

April 28 and May 5, 1994—To receive testimony on Title III (Reform of the Congress) of S. 1824, the “Legislative Reorganization Act of 1994”. (S. Hrg. 103–488)

May 12, 1994—To receive testimony on the budget authorization request of the Federal Election Commission for Fiscal Year 1995.

June 9, 1994—To consider pending legislative and administrative business, including S. 1824, the “Legislative Reorganization Act”; H.R. 877, the National African American Museum; and an original bill authorizing appropriations for the FEC for fiscal year 1995.

June 23, 1994—To receive testimony on the nominations of Lee Ann Elliott and Danny Lee McDonald to be Members of the Federal Election Commission for terms expiring April 30, 1999 (reappointments).

June 23, 1994—To receive testimony on the operations of the Office of the Architect of the Capitol.

July 14, 1994—To receive testimony on the operations of the Library of Congress, and on a proposal to provide for the protection of books and materials borrowed from the Library of Congress.

July 28, 1994—To receive testimony on S. Res. 230, to designate and assign two permanent Senate offices to each state.

FEDERAL ELECTIONS LEGISLATION

Campaign finance reform

In the 102nd Congress, campaign finance reform legislation passed both Houses and a Conference Report was agreed to, however the legislation was vetoed by President Bush. The vetoed bill was introduced in the 103rd Congress as S. 3 and H.R. 3. The Committee on Rules and Administration held a hearing to receive testimony from Senators on March 3, 1993, to consider that measure as well as other proposals which had been referred to it, as follows:

S. 3, the "Congressional Campaign Spending Limit and Election Reform Act of 1993", introduced by Senators Boren, Mitchell, Ford, Byrd, Bryan, DeConcini, Lautenberg, Reid, Moseley-Braun, Harkin, Pell, Levin, Riegle, and Leahy;

S. 7, the "Comprehensive Campaign Finance Reform Act of 1993", introduced by Senators Dole, McConnell, Packwood, Lott, Gorton, Thurmond, Domenici, Lugar, D'Amato, Simpson, Stevens, Nickles, and Chafee;

S. 62, the "Senate Election Reform Act of 1993", introduced by Senator DeConcini;

S. 87, the "Congressional Campaign Spending Limit and Election Reform Act of 1993", introduced by Senators Kerry, Biden, and Bradley;

S. 94, the "Grassroots Campaigning and Election Reform Act of 1993", introduced by Senator Domenici; and

S. Amendment No. 65, to amend the Communications Act of 1934 and the Federal Election Campaign Act of 1971 to better inform the electorate in Senate elections, by Senator Pell.

Testimony was received from the following Senators: a panel consisting of Senator George J. Mitchell, the Majority Leader, and Senator David L. Boren; Senator Claiborne Pell; a panel consisting of Senator Don Nickles and Senator Pete V. Domenici; Senator Dennis DeConcini; a panel consisting of Senator John F. Kerry, Senator Bill Bradley, and Senator Joseph R. Biden, Jr.; and Senator Byron L. Dorgan.

On March 18, 1993, the Committee met to consider S. 3. Senators Feinstein, Pell, and DeConcini discussed amendments they planned to offer to S. 3 when it was debated on the floor.

The Committee, by a record vote of 8–5, voted to report S. 3 favorably without amendment. It was reported on April 28, 1993 (S. Rept. 103–41), with additional and minority views.

On May 19, 1993, the Committee held a hearing to receive testimony on President Clinton's proposal pertaining to the financing of Congressional election campaigns. Testimony was received from Senator David L. Boren; Mr. David Keating, Executive Vice President, National Taxpayers Union; Mr. Robert S. Peck, Esq., Legislative Counsel, American Civil Liberties Union; and Professor Larry J. Sabato, University of Virginia.

On May 21, 1993, debate began on the Senate floor on a substitute amendment to S. 3 that incorporated the President's proposals and a ban on PAC spending in Federal elections. S. 3, amended,

passed the Senate on June 17, 1993. On November 22, 1993 the House passed H.R. 3. A Senate-House conference was not held, and the bill died with the closing of the 103rd Congress.

Voter registration

The National Voter Registration Act of 1993 (Public Law 103-31) was signed into law on May 20, 1993. The first "motor-voter" bill was introduced in the 101st Congress. A bill similar to P.L. 103-31 passed both Houses in the 102nd Congress but was vetoed by President Bush.

At a meeting of the Committee on Rules and Administration on February 18, 1993, Chairman Wendell H. Ford proposed that the Committee mark up the "National Voter Registration Act of 1993" in the form of an original bill which was identical to the House-passed H.R. 2, except for the disposition of criminal fines.

Senator Stevens spoke against the "motor voter" bill, remarking he still opposed it because of the substantial costs it would impose on States. He requested a reasonable amount of time for the minority to prepare its views. A week was agreed upon for the filing of minority views on the bill.

After a roll call vote of 7-5, the measure was ordered reported. The report (S. Rept. 103-6) was filed on February 25, 1993, with additional and minority views.

On March 17, 1993 the Senate incorporated this measure into H.R. 2 as an amendment in the nature of a substitute and passed H.R. 2 in lieu of this measure. There was subsequently a House-Senate conference agreed to by both Houses. The measure was presented to the President on May 18, 1993, signed by the President on May 20th and became Public Law 103-31.

Public Law 103-31 establishes national voter registration procedures for elections for Federal office. It provides that States shall establish procedures to permit voter registration: (1) simultaneously with application for a driver's license; (2) by uniform mail application; and (3) by application in person at selected State and local offices that service the public (agency registration).

OVERSIGHT OF THE GOVERNMENT PRINTING OFFICE

The Rules Committee considered two measures concerning the Government Printing Office during the 103rd Congress, both of which were enacted into law. They were:

S. 564, introduced by Senator Ford and referred to the Committee on March 11, 1993, to establish in the Government Printing Office a means of enhancing electronic public access to a wide range of Federal electronic information.

This bill, entitled the "Government Printing Office Electronic Information Access Enhancement Act of 1993", requires the Superintendent of Documents, under the direction of the Public Printer, to establish a means for providing the public with online access to electronic public information of the Federal government. It sets forth guidelines for determining fees for accessing such information, and permits depository libraries to access information through such means without charge.

The measure was reported by the Rules Committee (S. Rept. 103-27) on March 18, 1993. It passed both Houses, was presented

to the President on May 27, 1993, and signed into law on June 8, 1993 (Public Law 103-40).

S. 716, introduced by Senator Bond and referred to the Committee on April 1, 1993, to require that all Federal lithographic printing be performed using ink made from vegetable oil and materials derived from other renewable resources.

This bill, entitled the "Vegetable Ink Printing Act of 1994", prohibits any Federal agency from performing or procuring lithographic printing using ink containing oil if the ink contains less than a specified percentage of vegetable oil. It provides for waiver of such prohibition in certain circumstances for considerations of suitability or cost.

The Committee on Rules and Administration held a hearing on June 24, 1993, to receive testimony on *S. 716*. Testimony was received from Senator Christopher S. Bond; Senator Paul Wellstone; a panel consisting of Mr. Michael F. DiMario, Acting Public Printer, Government Printing Office, and Dr. Marvin Bagby, Director of Ink Research, U.S. Department of Agriculture; and a panel consisting of Mr. John Burns, Board Member, American Soybean Association, Ms. Eleanor Lewis, Director, Government Purchasing Project, Mr. Dale Ludwig, Executive Director, Missouri Soybean Association, and Mr. Charles Stuart McMichael who represented the Printing Industries of America.

S. 716 was reported by the Committee (S. Rept. 103-178) on November 10, 1993, with an amendment in the nature of a substitute and an amendment to the title. It subsequently passed both Houses, was presented to the President on September 29, 1994, and signed into law on October 6, 1994 (Public Law 103-348).

OVERSIGHT OF THE LIBRARY OF CONGRESS

Two measures concerning the Library of Congress were reported by the Committee on Rules and Administration during the 103rd Congress. They were:

S. 345, to authorize the Library of Congress to provide certain information products and services, and for other purposes. This bill, the "Library of Congress Fund Act of 1993", was introduced by Senator Pell on February 4, 1993, and referred to the Committee. On May 26, 1993, it was reported from the Committee with an amendment in the nature of a substitute (S. Rept. 103-50).

This measure expresses the intent of the Congress that core Library of Congress services shall continue to be provided at no cost.

S. 685, to authorize appropriations for the American Folklife Center for fiscal years 1994, 1995, 1996, and 1997. The bill amends the American Folklife Preservation Act to authorize appropriations for the American Folklife Center for FY 1994 through 1997.

S. 685 was introduced by Senator Pell on March 31, 1993, and referred to the Committee. On May 20, 1993, it was reported to the Senate without amendment (S. Rept. 103-47). It passed the Senate without amendment on May 28, 1993, but no further action was taken.

The Committee also considered other measures pertaining to the Library of Congress, as follows:

S. 1665, the "Library of Congress Retention of Proceeds Act", introduced by Senator Pell and referred to the Committee on Novem-

ber 17, 1993. This measure authorizes the Librarian to accept payment or restitution for lost, stolen, damaged, or destroyed books, periodicals, newspapers, or other materials from the Library's collection.

S. 1900, the "Library of Congress Book Protection Act of 1994", introduced by Senator McCain and referred to the Committee on March 8, 1994. Hearings were held on July 14, 1994. This measure would require the Librarian of Congress to establish a Late Book Fine Fund to be available to the librarian for general operating expenses of the Library and the replacement of lost or stolen books. It establishes a schedule of late fines for any borrower who has a book on loan for more than 70 days.

S. 2419, the "Library of Congress Financial Reform Act of 1994", introduced by Senator Pell and referred to the Committee on August 24, 1994. This measure establishes in the Treasury the Library of Congress Revolving Fund consisting of the proceeds of sales of excess property or copyright deposits and restitution payments.

OVERSIGHT OF THE SMITHSONIAN INSTITUTION

The Rules Committee reported five Senate Joint Resolutions concerning the appointment of individuals to the Board of Regents of the Smithsonian Institution, all of which were enacted into law, as follows:

S.J. Res. 27, sponsored by Senators Moynihan, Sasser and Warner, providing for the appointment of Hanna Holborn Gray of Illinois as a citizen regent. It was reported to the Senate March 18, 1993 (S. Rept. 103-24), passed the Senate on March 22, 1993, and enacted into law April 12, 1993 (Public Law 103-19).

S.J. Res. 28, sponsored by Senators Moynihan, Sasser and Warner, providing for the appointment of Barber B. Conable, Jr., of New York, as a citizen regent. It was reported to the Senate March 18, 1993 (S. Rept. 103-25), passed the Senate on March 22, 1993, and enacted into law April 12, 1993 (Public Law 103-20).

S.J. Res. 29, sponsored by Senators Moynihan, Sasser and Warner, providing for the appointment of Wesley Samuel Williams, Jr., of the District of Columbia, as a citizen regent. It was reported to the Senate March 18, 1993 (S. Rept. 103-26), passed the Senate on March 22, 1993, and enacted into law April 12, 1993 (Public Law 103-21).

S.J. Res. 143, sponsored by Senators Sasser, Warner and Moynihan, providing for the appointment of Frank Anderson Shrontz as a citizen regent. It was reported to the Senate November 4, 1993 (S. Rept. 103-170), passed the Senate on November 11, 1993, and enacted into law May 4, 1994 (Public Law 103-244).

S.J. Res. 144, sponsored by Senators Sasser, Warner and Moynihan, providing for the appointment of Manuel Luis Ibanez as a citizen regent. It was reported to the Senate November 4, 1993 (S. Rept. 103-171), passed the Senate on November 11, 1993, and enacted into law May 4, 1994 (Public Law 103-245).

The Committee considered other measures pertaining to the Smithsonian Institution:

S. 277, sponsored by Senator Simon, to authorize the establishment of the National African American Museum within the Smithsonian Institution.

H.R. 877, the companion to *S. 277*, the "National African American Museum Act." On June 29, 1993 this bill passed the House, and was received in the Senate and referred to the Rules Committee. On June 16, 1994 it was reported to the Senate with an amendment (S. Rept. 103-284). This bill establishes within the Smithsonian Institution the National African American Museum to be operated as a center for scholarship and a location for museum training, public education, exhibits, and collection and study of items relating to the life, art, history, and culture of African Americans. It authorizes the Smithsonian to renovate the Arts and Industries Building to house the Museum and establishes a Board of Trustees of the Museum.

S. 535, sponsored by Senator Warner, to authorize the Board of Regents to plan and design an extension of the National Air and Space Museum at Washington Dulles International Airport. The Committee reported the measure on March 22, 1993 (S. Rept. 103-28). It passed the Senate on June 9, 1993 and was sent to the House, where no further action was taken.

S. 779, sponsored by Senator Sasser, to continue the authorization of appropriations for the East Court of the National Museum of Natural History. The Committee reported the measure on May 24, 1993 (S. Rept. 103-48). It passed both Houses and was signed into law on October 6, 1993 (Public Law No. 103-98).

H.R. 2677, to authorize the board of Regents of the Smithsonian Institution to plan, design, and construct the West Court of the National Museum of Natural History building. The Committee reported the measure on November 8, 1993 (S. Rept. 103-173). It passed the Senate on November 16, 1993 and was signed into law on November 24, 1993 (Public Law 103-151).

NATIONAL MEMORIALS

Memorial to Martin Luther King, Jr.

S. 27, to authorize the Alpha Phi Alpha Fraternity to establish a memorial to Martin Luther King, Jr., in the district of Columbia, was introduced by Senator Sarbanes on January 21, 1993, and referred to the Committee. Similar bills were introduced in the 100th, 101st and 102nd Congresses and reported favorably by the Committee on Rules and Administration. In the 100th and 102nd Congresses, the bill passed the Senate.

The measure is subject to the provisions of Public Law 99-652, the commemorative Works Act (40 U.S.C. 1001, et seq.) approved November 14, 1986, which, in order to conserve the limited space available in the District of Columbia and environs, established conditions and criteria for future memorials. Under the Act, work on the memorial, including site selection and approval, could not begin until April 1993, twenty-five years after the death of Dr. King. The twenty-fifth anniversary having been reached, this measure is now fully endorsed by the National Capital Memorial Commission and the National Capital Planning Commission.

On May 20, 1993, the committee on Rules and Administration held a markup session on S. 27. The National Capital Memorial Commission provided the Committee with their views on this measure by letter dated April 8, 1993 and signed by John G. Parsons, Chairman. The National Capital Planning Commission also reported to the Committee by letter of February 26, 1993, signed by Reginald W. Griffith, Executive Director. After discussion, S. 27 was passed and was ordered reported favorably by the Committee (S. Rept. 103-46).

LEGISLATIVE REORGANIZATION ACT OF 1994 CONGRESSIONAL COVERAGE ACT

Under Standing rule 25, the committee has a continuing responsibility to study and report to the Senate on the organization and operation of that body. Also, Section 79.20 of the Standing Orders of the Senate requires the Committee to submit to the Senate during the second regular session of each congress a report of the results of its review of the committee system of the Senate and the Standing Rules and other rules of the Senate. The committee's action detailed below with respect to S. 1824, the "Legislative Reorganization Act of 1994", is intended to fulfill those responsibilities of the Committee.

In 1992, the House and Senate established a bipartisan 28-member Joint Committee on the Organization of Congress, which began its work in January 1993 and officially expired on December 31, 1993. The Joint Committee held hearings from January to July 1, 1993 and heard witnesses suggest scores of reform proposals in such areas as the committee system, the budget process, scheduling, ethics, the application of laws to Congress, legislative-executive relations, House and Senate floor procedures, and staffing and the support agencies.

The Senate Chairman and Vice Chairman of the Joint Committee, Senators Boren and Domenici, introduced at the start of the second session of the 103d Congress, S. 1824, the proposed Legislative Reorganization Act of 1994. S. 1824 embodied the recommendations of the Senate Members of the Joint Committee. The bill was referred to the Senate Committee on Rules and Administration. Companion legislation, H.R. 3801, which reflected the recommendations of the House members of the Joint Committee, was introduced the same day by Representative Lee Hamilton.

On February 24, 1994, the Rules Committee began a comprehensive schedule of hearings on S. 1824. At the opening session, Chairman Ford noted that he and the Ranking Member, Senator Stevens, both served on the Joint Committee and were thus familiar with the provisions of the bill.

The lead-off witnesses on February 24 were the two leaders of the Joint Committee, Senators Boren and Domenici. Senator Boren, after highlighting the Joint Committee's recommendations, pointed out that the "overriding theme throughout the year-long deliberations of the Joint Committee was that Senators are spread too thin" because they have too many committee assignments. To deal with this issue, Senator Boren strongly endorsed the recommendation to limit Senators to service on three full committees and five subcommittees.

Senator Domenici also reviewed many of the proposals contained in the bill, and strongly endorsed the concept of biennial budgeting, including biennial budget resolutions, biennial authorizations, and biennial appropriations.

During subsequent hearings held on March 10 and 17, April 28, and May 5, 1994, the Committee received testimony from other Senators, congressional experts, the leaders of several legislative support agencies, and OMB Director Leon Panetta. They testified on issues ranging from Senate committees and floor procedures to biennial budgeting to oversight of the legislative support agencies.

The Committee also received testimony on those portions of S. 1824 dealing with joint committees and the legislative support agencies, including the Library of Congress. Several Senators presented testimony on the importance of retaining the joint committees. The heads of the legislative support agencies stated their views on provisions that directly affected their organizations, such as the periodic reauthorization of the support agencies, preparation by the support agencies of annual cost accounting reports, and the feasibility of establishing a voucher allocation system for committees and Members using agency facilities and services.

The Rules Committee printed its hearings as S. Hrg. 103-488.

On June 9, 1994, the Committee conducted a markup of S. 1824. The Committee agreed to Chairman Ford's request to split the bill into three parts and to report three measures to the Senate. S. 1824, as amended, would constitute one part of the reorganization package to be reported to the Senate. It dealt with issues, such as the budget process, that require bicameral consideration. The other two measures are resolutions that amend standing rules of the Senate dealing, respectively, with the committee system and floor procedures.

The Committee used as its markup vehicle the Chairman's "mark," which was an amendment in the nature of a substitute that contained provisions on biennial budgeting and other budget process changes, oversight of certain Congressional support agencies, and Congressional coverage under certain employee and workplace protection laws. The latter was not included in the bill, as introduced, but was part of the Chairman's amendment. An Office of Employee Rights and Protections would be established in the Senate to insure that Senate employees are entitled to the coverage provided by certain Federal workplace protection laws.

Although the Chairman's mark added a new Title III ("Congressional Coverage Act"), it also deleted several provisions that had been in the original bill. These included provisions that eliminated all joint committees, required the periodic authorization of the legislative support agencies and other requirements affecting the support agencies (for example, the voucher allocation system), and imposed a "sunset" requirement for executive agency reports to Congress. The statements of various witnesses and Senators highlighted difficulties with discrete provisions of the bill.

During the June 9 markup, two amendments to the Chairman's substitute amendment were agreed to. One deleted the provision to establish biennial appropriations from the two-year budgeting process, thereby maintaining the current system of annual appropriations. The second amendment required that the General Account-

ing Office, in consultation with the Congressional Budget Office, prepare and submit to the Senate not later than January 1, 1995 a study of the impact of implementing Title III of the Chairman's mark (the Congressional Coverage Act), with a proviso that the bill would not take effect until 90 days after the study is submitted to the Senate. The Committee then voted unanimously to report out S. 1824, as amended (S. Rept. 103-297).

The Committee continued the markup meeting to June 16, 1994 for consideration of the two resolutions. At this markup, the Committee reported out two original resolutions: one (S. Res. 227) dealing with the committee system ("Senate Procedures Reform Resolution of 1994") and the other (S. Res. 228) with floor procedures ("Senate Floor Procedures Reform Resolution of 1994").

S. Res. 227, as amended, contains several provisions recommended in the reorganization bill. Significantly, the resolution would impose the same committee assignment limitations as the bill—Senators may generally serve on only two "A" committees (and two subcommittees of each "A" panel) and one "B" committee (and one subcommittee of a "B" panel). Thus the usual number of committee assignments for each Member would be reduced from the present level of 11 (three committees and 8 subcommittees) to 8 (three committees and 5 subcommittees).

During the Committee's consideration of the floor procedures resolution (S. Res. 228), which contained all the floor procedural recommendations proposed by the Joint Committee on the Organization of Congress, three amendments were adopted. The first amendment removed a provision to count time consumed by quorum calls during cloture against the Senator who suggested the absence of a quorum. The second change to S. Res. 228 concerned "sense of the Senate amendments." It deleted the exception from the 10-cosponsorship requirements for such amendments offered by the Majority or Minority Leaders. The third amendment would add a 60-vote requirement to overturn the Chair's rulings on questions of germaneness regarding amendments to general appropriations bills. Currently, a majority vote is determinative when such an issue is raised on the Senate floor.

ADMINISTRATION OF THE SENATE

SENATE CHAMBER BROADCASTING

The Sergeant at Arms' Senate Recording Studio, under the auspices of the Rules Committee, made several upgrades related to the broadcast and recording of Senate Chamber proceedings. The Chamber sound system, which was approximately twenty years old, was improved with the installation of a software based digital audio system. This upgrade included new microphones and reeler system for automatic retraction of the microphone cable at the completion of use.

Camera controllers in the Senate control room were replaced with software based controllers. The new controllers are more efficient, allow for less maintenance and adjustments, and permit one operator to control all eight cameras if necessary.

An automated video tape recording system for recording the Senate proceedings was installed. A master recording of Senate pro-

ceedings is made for the Library of Congress and the National Archives. Previously a manual process, the new system provides for unattended recordings, and includes the creation of a database for times and speakers for retrieval purposes when copies of floor statements are requested.

SENATE PHOTOGRAPHIC STUDIO

In the Senate Photographic Studio, an image database was created using Compact Disk (CD) technology. Image negatives can be stored and cataloged for timely search and retrieval by using key identifying names, words, or dates. From this identifying information, prints can then be readily processed directly from the CD or from the original negative. This new technology substantially improved the image storage, search, and retrieval process and protects the Senate's inventory of photography.

COMPUTER TECHNOLOGY AND OFFICE AUTOMATION

During the 103rd Congress significant progress was made, working with Sergeant at Arms' Computer Center, in the areas of computer technology and computer support to Senate offices. Electronic mail capabilities were established between Senate and House offices, CD-ROM technology became a part of Senate supported products and made available to Senate offices, and Senate offices were provided access to the Information Highway (INTERNET).

The Senate continued to pursue its migration to the use of microcomputers and Local Area Network (LAN) technology. During the 103rd Congress, approximately 100 new LAN's were installed totalling 1,800 workstations. This brought the Senate's installed base of LAN's to over 250 networks (100 in State offices) totalling more than 7,800 workstations. With this installed base, the Computer Center implemented a more modern help desk problem tracking system to provide Senate offices with improved technical support.

To expand technical capabilities and reduced costs, the Senate continued to move from mini computer technology to Local Area Networks (LAN's). At the beginning of the 103rd Congress, there were 39 offices with 65 mini computers. At the end of the Congress, there were only 8 offices mini computers.

The Senate Computer Center, working with the Rule Committee continued to review, evaluate, test, and certify a wide variety of computer hardware, software, in-office mail systems, and next generation network operating systems. By adhering to this process and established standards for the acquisition of computer technology, Senate offices are provided with a broad base of computer technology at a lower overall cost to the Senate.

The computer center also initiated a process to upgrade computer printers available to Senate offices. This upgrade process began in late November of 1994. Old printers were replaced with printers which were faster, and cost approximately one-half as much to operate. This will result in substantial savings to the Senate.

TELEPHONE SYSTEM, DATA COMMUNICATIONS, AND OTHER
TELECOMMUNICATIONS EQUIPMENT AND SERVICES

During the 103rd Congress, working with the Senate Telecommunications Department, the Committee on Rules and Administration approved a number of upgrades to Senate telecommunication equipment which helped improve efficiency, reduced costs, and provided greater reliability. These upgrades included: thermal facsimile machines, to plain paper machines; Senate Voice Messaging Services (SVMS) hardware; the FaxXchange system; the Uniform Call Distribution (UCD) system; and the United States Capitol Police two-way radio system.

The Senate also negotiated a cost reduction of \$.02 per minute for State office long distance services. This was a result of the recompetition of the Legislative Branch Common Services Procurement for Wide Area Telecommunications Services. A contract was also awarded for an upgrade of the Senate's wide area network to frame relay, which, among other things, would provide State office access to Senate correspondence management systems and other shared services.

The Senate telephone switch processed more than 190 million calls to Senate offices during the 103rd Congress, or an average of approximately 260,000 calls each day of the year.

ON DEMAND PRINTING

In November 1994, an "On Demand Printing" pilot had begun in the Senate Document Room. Title 44 of the United States Code, requires the Senate to print a specified number of bills and resolutions, usually several hundred copies. The purpose was to ensure full public access to legislative proposals. This regularly produces large numbers of documents that are never used.

The Government Printing Office (GPO) installed a high speed laser duplicator in the Senate Document Room. This machine is linked by a fiber optic communications line to the central GPO Building. When additional copies of a bill, resolution, or other official document are requested, it can be sent electronically from the GPO Building to the duplicator in the document room, where the document and exact number of copies will be produced. This process would eliminate the need to stock large quantities of documents which are never used.

The pilot is to last one year, with GPO providing status reports every three months. When complete, the pilot will demonstrate that documents can be quickly distributed, when and where they are needed, at a lower overall cost to the taxpayer and the environment.

FRANKED MAIL

The 103rd Congress, marked the beginning of full accounting for Senate franked mail. Under the direction of the Rules Committee, the Sergeant at Arms began processing all franked mail leaving the local Senate campus, through the Senate Service Department. State offices provide their DC Senate offices with mail counts to be included with the overall costs to be deducted from frank mail allocations.

This process required the bar coding of individual franked envelopes with an identifying code for each Senate office authorized to use the frank. All franked mail leaving the Senate must be processed through Senate Service Department mail sorting equipment, where the code are read and total mail counts and cost are assigned to respective offices. With reductions in official mail appropriations, these accounting procedures help offices to more closely manage their franked mail allocations.

The new accounting procedures, as well as, substantial changes in statute made by 103rd Congress official mail appropriation bills, required the Rules Committee to update the Regulations Governing Frank Mail. This resulted in the publications of the Regulations Governing Franked Mail on October 1, 1993, and October 1, 1994.

COMMITTEE COMPUTER RESOURCES

Since 1989, this Committee has required Senate Committees to submit an office automation plan along with their biennial budget submission. Providing a two year project of office automation needs along with cost estimates, has proven to be a valuable tool in dedicating resources to meet the computer needs of Senate Committees.

The office automation funding estimates requested by committees for fiscal years 1993 and 1994 exceeded \$4 million, however actual expenditures for the two year period were held to \$2.2 million, or approximately one-half of the requested amount.

Technology achievements for Committee Offices over the last funding period has been the conversion from mini based system to local area networks, increased graphics and presentation capabilities, upgrade from coaxial to twisted pair and connection of the majority of committees to the Senate Fiber backbone. These achievements along with the Senate's adoption of standard network operating system platform, should provide the Senate Committees a stable environment for the next funding period.

INTERNET SERVICES

During the 103rd Congress, the Rules Committee authorized the Senate Sergeant at Arms to offer INTERNET services to Member and Committee offices. In June 1993 the first of these services was brought on line, the ability to send and receive e-mail over INTERNET. In November of 1993 the Committee approved the establishment of a Senate FTP/Gopher site for Member and Committee use. These capabilities provide Senate offices the ability to post information and communicate over INTERNET. Senate offices are posting press releases, committee hearings, and witness statements.

COMMITTEE PUBLICATIONS

Authority and Rules of Senate Committees, 103d Congress, 1st session, S. Doc. 103-3, 1994.

Congressional Handbook, 1994, 103d Congress, 2d session, S. Prt. 103-22, 1994.

Expenditures Authorizations and Requirements for Senate Committees, S. Print 103-89, 103d Congress, 2d session, November 1994.

Legislative Calendar of the Committee on Rules and Administration, Final Calendar, 102d Congress, S. Print 102-134, published in 1993.

Legislative Review During the 102d Congress by the Senate Committee on Rules and Administration, 103d Congress, 1st session, S. Rept. 103-31, 1993.

Rules and Manual—1993, 103d Congress, 2d session, S. Doc. 103-1, published 1994.

Senate Election Law Guidebook—1994, 103d Congress, 2d session, S. Doc. 103-13, 1994.

United States Senate (information brochure and seating chart), 103d Congress, 1st session, S. Pub. 103-4, 1993.

Legislative Reorganization Act of 1994, 103d Congress, 2d session, S. Hrg. 103-488, 1994.

